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ABSTRACT

After three years of self-study, Maryland has emerged with a reorganized state-level coordinating agency. The mandate of the Board extends beyond the interests of the individual colleges and universities that make up the system, to embrace all aspects of the delivery of educational services to the citizens of the state. The Board finds that the need exists to evaluate the effectiveness of existing and new programs to determine the extent to which these programs are attaining their objectives. In its first annual report, the areas reviewed are: the status of higher education in the state (including enrollment, costs, degrees awarded, trends in racial composition, and student progress); issues in and recommendations for master planning, finance, student loan programs, equal educational opportunity, and accreditation and approval; and Board activities. The Board's organizational chart and committee memberships are included, as is a list of its publications. (Editor/MSE)

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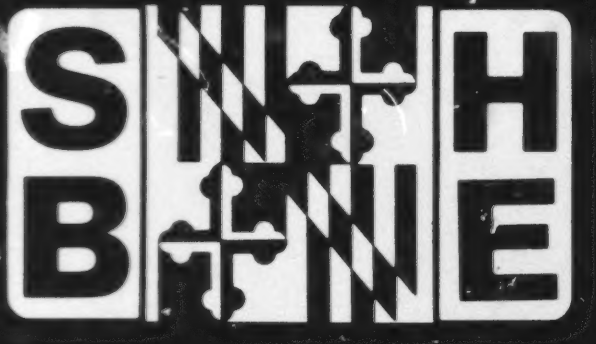

State Board for Higher Education
Annapolis, Maryland

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FIRST ANNUAL REPORT
AND RECOMMENDATIONS
OF THE
STATE BOARD FOR HIGHER EDUCATION

PRESENTED TO
HIS EXCELLENCY, THE GOVERNOR
AND
THE GENERAL ASSEMBLY
OF THE
STATE OF MARYLAND

1977

ANNAPOLIS, MARYLAND

STATE OF MARYLAND

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State Board for Higher Education

93 Main Street, Annapolis 21401
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January 14, 1977

The Honorable Marvin Mandel
Governor
State of Maryland
Executive Department
Annapolis, Maryland

Dear Governor Mandel:

The State Board for Higher Education has the honor to present to you and the General Assembly its first *Annual Report*. Included in this Report is a discussion of the critical issues facing higher education in Maryland, the Board's initial recommendations for improving postsecondary education in the State, and the activities of the staff of the former Maryland Council for Higher Education and the new State Board for Higher Education in the past year.

The members of the Board are keenly aware of the major new responsibilities mandated in the Higher Education Reorganization Act which took effect July 1, 1976. We believe that passage of this legislation sponsored by your Administration created the structure needed for effective planning and coordination of higher education for the future.

This Board is also committed to effective utilization of available resources while at the same time maintaining a higher education system which provides for the needs of the citizens of Maryland.

This past November, the State Board brought to a conclusion a study of the financial status of higher education which was begun by the Council. The Board has concluded that the level of State funding for community colleges, state colleges and universities, and the University of Maryland will have to be increased over the next five years at a level that will insure that student tuition and fee costs do not increase inequitably. If present State funding levels continue, the student will have to bear major costs of increases in direct instructional operating costs due to inflation. This would be contrary to the purposes of public higher education and the best interests of Maryland.

The Board's most fundamental and far-reaching task during the coming eighteen months will be the development of a statewide plan for Higher Education. This will be a new departure for our State. It will mean that new relationships between and among our segments and institutions will have to be created as well as new relationships between the postsecondary system and the State government. Good faith on all sides will be needed as well as support from the State for our efforts.

With considerable pride at being elected by the Board to be its first Chairman, I must remind the elected officials of the State that our success or failure depends very largely on a mutual understanding of our responsibilities to the citizens of Maryland.

Sincerely,

Harry K. Wells
Chairman

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STATUS OF HIGHER EDUCATION

The higher education community of Maryland has recently ended three years of intensive self-study and has emerged with a strengthened State level coordinating agency. As one of its responsibilities, the State Board for Higher Education is currently developing a statewide plan for higher education which will be submitted to the Governor and the General Assembly by July 1, 1978. This plan will significantly influence the future of Maryland's postsecondary educational system for the remainder of this century.

The mandate of the Board extends, therefore, beyond the interests of individual colleges and universities to embrace all aspects of the delivery of educational services to the citizens of the State. Thus, the Board's perspective is required to be broader than those concerns traditionally considered to be important to higher education — student enrollments, faculty benefits, operating budgets, and capital projects. It must also consider the total environment of educational policy — demographic trends, such as the changing age structure of the State's population, shifting manpower needs of the State, the evolution of technology, and the relationship of higher education to elementary and secondary education as well as to adult and continuing education.

Taking this broad view, the Board is aware that higher education in Maryland will be faced, in the coming years, with a radically different social environment. Student enrollments which have rocketed upward since 1945, have become more stable. Future growth will be at a slower pace. The total enrollment in Maryland's higher education institutions tripled from 39,000 in 1955 to 115,000 in 1967. In fall 1976, total enrollment stood at 211,000, almost twice the enrollment of 1967. However, the projected annual rate of growth in enrollment for the next five years is only three to four percent annually.

The financial environment of higher education has changed as a result of the state of the economy. Institutions are being challenged to allocate their resources to the most pressing needs and to manage their existing facilities more efficiently. Inflation has caused the cost per student to increase in *current* dollars, but to remain constant or decline in *real* dollars. As a result, improvement in educational quality has been difficult or impossible. Tuition has increased to the point where there is a danger that some students from low and middle income groups will be denied access to higher education.

The need exists to evaluate the effectiveness of existing and new programs to determine the extent to which these programs are attaining their objectives. Increased funding will be more and more difficult to justify without an acceptable evaluation system.

In the next decade, colleges and universities will adapt to a different student clientele. As the number of students between 18 and 24 years of age declines, larger numbers of students will be older, will already hold a post-secondary degree, will be more interested in courses of special interest than in degree programs, and will be seeking mid-career retraining. It will be a major task to respond to this change in educational needs

by encouraging continued development of programs in such areas as adult and continuing education, and "second degree" programs.

The following information provides an overview of higher education in Maryland at the present time and suggests some trends which may be of interest in the years to come.

Enrollment

About 5,000 more persons enrolled in Maryland colleges and universities in 1976 than were enrolled in 1975. The total enrollment now stands at 211 thousand students. Of this number, for the first time in history, more women are enrolled than men (51%). Part-time students make up almost half of the total enrollment (47%). Approximately one-quarter of the women enrolled and one-fifth of the men enrolled are over the age of 30. Nine of ten students enrolled are Maryland residents.

Of the total students enrolled, about one in three students is enrolled in the State's community colleges, and about one in seven is enrolled in a private institution. The State Colleges and Universities and the University of Maryland enroll about half of all students. It is anticipated that the community colleges will continue to be the fastest growing part of higher education in Maryland over the next ten years.

Cost

The State of Maryland now spends 218 million dollars in general funds to operate all aspects of higher education including such activities as the Cooperative Extension Service and The University of Maryland Hospital. Of this amount about 170 million dollars are spent on activities related to providing instruction to students. The community colleges get about one fourth of the general fund allocation, the State Colleges and Universities about one fourth, and the University of Maryland the remaining half.

The State currently provides about $1550 per student (full-time-equivalent) in the four year public institutions and about $700 per student for the community colleges for instruction related costs. This amount of State money is about two thirds of the total instruction related cost in the four year institutions — the other third comes primarily from student tuition and fees.

The State currently provides about 5 million dollars for the operation of the private institutions, and another 5 million dollars for student aid grants.

Inflation over the last five years has averaged about 8% per year; it is anticipated that it will continue for the next five years at an annual rate of 6.5%. The net result is that the cost per student at the four-year schools will be about $2200 from State funds without any increase in level or quality of programs.

Degrees Awarded

The total number of higher education degrees and certificates awarded during the 1975-76 academic year in the State was 31,792. For the first time since 1954 the number of bachelor's degrees awarded

showed a slight decline. Fewer bachelor degrees were granted in education and the social sciences while more degrees were awarded in the health professions and in business and commerce.

Graduate degrees awarded continue to increase. The field of education produces by far the largest number of degrees with the number of master's degrees in education increasing by 15% while the total number of master's degrees increased by 7%. Seven percent more educational doctorates were awarded during 1975-76, even though the total number of all doctoral degrees awarded declined 6%. More doctorates were granted in the health professions, while the number of law degrees granted declined 14%.

Trends in Racial Composition of Full-Time Students

Maryland continues to make progress toward reaching 1980 projected ranges of full-time black enrollment. The percentage of full-time black undergraduate students has increased from 13.3% in 1970 to 20% in 1975; the 1980 projected range is 21-23%. Ten institutions have already reached their 1980 ranges of black enrollment. The percentage of full-time black graduate and first professional students increased from 7.7% in 1970 to 10.2% in 1975; the 1980 projected range is 12-16%.

Student Progression

A study of 24 thousand freshmen enrolled in fall 1974 indicates that high percentages of these students returned to the reporting institutions in fall 1975: 75% of the black students and 71% of the white students returned.

The reasons for students not returning to the reporting institutions also differ by race. Seven percent of the 1974 black students did not return for reasons of academic failure compared to 3% of white students. Nineteen percent of the 1974 enrolled black students did not return for other reasons, compared to 26% of white students.

Although returning rates are similar for all races, the rates at which returning students advance to second year status after their first year of study differ more widely. Black students are advancing at a slower rate than white students: 28% of the 1974 enrolled black students and 40% of white students advanced to second year status.

Progression data will be collected each year to follow the students enrolled from the freshman class through graduation.

The Task for the Future

When society educates individuals to the greatest extent possible, society receives many benefits in return. Citizens who have had post-secondary educational opportunities generally pay higher income, sales, and property taxes over their lifetime than do lesser-educated persons. The educated vote more often, hold public offices and other positions of public service, are more concerned for their community's welfare, and appreciate diversity more than the non-educated. However, at the present time the economic situation and demographic trends require examining new approaches to postsecondary education and careful planning for the immediate future.

There will be a concerted effort during the coming year on the part of the Board, the segmental boards, the institutions and elected State officials to make the statewide planning process work. The critical issues facing higher education are of statewide concern and importance. All groups must contribute to the policymaking process if the State Board is to be successful.

CRITICAL ISSUES AND RECOMMENDATIONS

During its first six months, the State Board for Higher Education has been concerned with identifying critical issues affecting the future of higher education in our State. This first *Annual Report* of the Board reflects this concern by focusing on these issues and the Board's recommendations for dealing with them. The critical issues for the coming year revolve around the development of a statewide planning process for higher education; the role of the State in financing public and private higher education; the means by which the State can provide for efficiency, effectiveness, and the maintenance of high level of quality in higher education programs; the State's role in improving student financial assistance through a guaranteed loan program; the future role and mission of predominantly black institutions; and coordination and cooperation among the State agencies concerned with higher education.

MASTER PLANNING

Issue: How can the State of Maryland provide for the most effective and efficient utilization of all the resources for postsecondary education in the State?

The most important activity of the Board in the coming eighteen months will be developing an overall plan setting forth, on both a long-range and short-range basis, the objectives and priorities of postsecondary education. The effect of this plan will be to blueprint the growth and development of public higher education in Maryland for the next ten years.

Enrollment projections for the State indicate small increases until about 1985 and a leveling after that time. Space planning must assure that unused capacity is not created for the mid to late 1980's.

The coming leveling and changing composition of enrollments may have particularly serious implications for liberal arts programs that lack specific links to vocations and professions. New program development must be carefully planned so that programs are of the highest quality and are responsive to emerging student demands.

Institutional roles and missions must be designed to avoid duplication of programs. Each institution must be as unique as possible to make the most efficient use of the State's scarce educational resources. This is particularly necessary for high cost graduate studies.

FINANCE

ssue: How should the State adequately provide its proper share of financial support needed for public higher education?

RECOMMENDATIONS: (1) The State should maintain at a minimum the present levels of support for higher education operating costs. This base is $700 per FTE student at the community colleges, 64% of costs at the State universities and colleges, and 69% at the University of Maryland.

(2) To maintain tuition at levels that do not exclude low income students from four year public institutions, the State should support approximately 70% of their operating costs from general funds. This would cost the State an additional $8 million in FY 1982 over and above the cost for providing the minimum base level of support.

(3) The State should increase its support for community colleges to $800 per FTE student. This would cost the State an additional $7.7 million in FY 1982 over and above the present base level of support.

(4) The State should provide faculty in four year public colleges and universities with a 3% raise for FY 1978, over and above merit raises and increases for cost of living adjustments. This action would require $2 million in FY 1978 and $3.3 million additional in general funds in FY 1982.

Increased funds will be needed in order to maintain current levels of public higher education services; the costs in 1982 will be about 70% greater than 1977 for the same level of services. These increased funds must come primarily from either increases in State general funds, or for community colleges from local governments, or student tuition and fees or a combination of all three sources. FY 1977 operating costs for all segments of public higher education is $254 million. By FY 1982, projecting an average inflation rate of 6.5% and an FTE enrollment increase of 21.4% over five years, operating costs will rise to $428 million.

The Board recognizes in making its recommendations that Maryland faces limitations in financing for all State programs. The total cost of all proposals outlined is $16.4 million for FY 1978 — about 10% over FY 1977. The proposals deal not only with more money but with equitable distribution of funds among segments and institutions, and recognition that while students should pay their fair share of instructional costs over the coming years, they should not be denied access because of inequitable increases in tuition.

The cost that students must pay to attend college is a primary concern in establishing State policy for funding higher education. The cost to the student is more than the cost of tuition and fees. There are living costs, the costs of books and materials, and other expenses. Tuition and fees are usually less than half the costs to the student in a public institution. The price charged the student, therefore, should take into account the fact that every increase of $100 will tend to exclude about 1.5% of the students because they cannot afford the increase or choose other educational options.

The State currently provides 69% of the educational cost at the University (the student provides 31%) and 64% of that cost at the State universities and colleges (the student provides 36%). If the State were to provide approximately 70% of the educational cost over the next five years, tuition and fees would increase less than or near the increases in the cost of living; and the dropout effect would be minimized. The cost

to the State of a 70% support level would be about $5 million in FY 1977 and about $8 million in FY 1982.

If State aid is provided to community colleges at the current level, in 1982 the State will be supporting only 29% of the total projected community college budget. The local subdivisions and the students will pay about $1,800 as compared to about $1,000 currently. A $100 increase in State support will make $6 million more State money available to the colleges in Fiscal Year '78 and about $8 million more in 1982. Even so, the local subdivisions' cost will more than double over the next five years.

A minimum of a 3% average increase in faculty salaries at the four-year colleges is desirable at this time because faculty pay increases in recent years have not kept pace with increases in the cost of living. This would increase the total higher education budget by about 2%. The total cost of the increase would be approximately $3 million in FY 1977 and $4.8 million in FY 1982. This would mean an increase in State general funds of about $2 million in FY 1977 and $3.3 million in FY 1982.

Issue: Should the State provide specific funding categories for institutions undergoing changes as a result of mandates from the General Assembly?

RECOMMENDATION: The Board recommends consideration by the State of special developmental funds for public institutions undergoing significant changes in role and mission.

There have been major changes in the role of several institutions in the last few years. On January 1, 1975 the University of Baltimore became a public institution. Under the provisions of the transfer, the school was required to change its mission to an "upper-undergraduate" institution. On July 1, 1975, Morgan State College was designated as a "University" by the Legislature and a separate Board of Trustees was created.

The master planning process will probably lead to even more changes. The Board believes that the State should make some provision for institutions in transition, particularly where such change creates specific fiscal problems.

Issue: What role should the State play in financing private higher education?

RECOMMENDATIONS: (1) The Board recommends that the present state direct aid program be maintained as specified in Article 77A, Sections 65-69 of the Annotated Code of Maryland.

(2) Legislation should be introduced to increase the percentage of general fund support provided private institutions per FTE student from the present 15% to 20%.

(3) The State Board for Higher Education should determine what action, if any, may be taken by the Board relating to any private institution having significant financial deficits.

(4) When private institutions request State support for capital projects, a process of review by the SBHE will be initiated

under criteria and priorities adopted by the Board to determine the project's eligibility for State support to a maximum of 50% of the total project cost.

(5) Before new academic program requests from public institutions are approved consideration shall be given to whether or not program and student spaces exist in the private sector and whether or not a contract for services and/or space can be developed.

The gap between the weighted average tuition and fees at Maryland public and private institutions continues to widen. In 1973 the difference was $1208 and by the fall of 1975 the difference was over $1800.

Private institutions continue to defer day-to-day plant maintenance and operation requirements and are spending approximately $.90 less per square foot than the public colleges. If a typical private institution would expend the amount on maintenance necessary to bring it to public college levels the cost would represent approximately $500,000 annually.

The differential for compensation of faculty at the private institutions and at the public institutions is large. Excluding the University of Maryland College Park and Johns Hopkins University, which pay faculty above the average because of their major research and graduate programs, the public institutions' salaries for faculty average 20% higher at all ranks than are paid at private institutions.

The cost to the State of absorbing a private institution into the State system of higher education is enormous compared to the cost of aiding the private institutions. Based on current figures, the cost to the State of the current program if increased to the 20% level, would be approximately $7,200,000 or a $2,000,000 increase over the $5,200,000 budgeted for FY 1978. The University of Baltimore, which was once private but is now a public institution, received $3,000,000 in general fund support in FY 1977. Subtracting out the aid they would have received had they remained private ($1,300,000) leaves $1,700,000 in General Fund support for maintaining just one institution. This represents 24% of the total which would be awarded to all the private colleges and universities if the program is increased to the $7,200,000.

There is concern that even an increase to 20%, when applied across the board, will not provide sufficient amounts to help private institutions avoid significant deficits in the future. The financial data used to draw these conclusions was based on projections by the institutions, rather than by an independent auditing firm, but the Board believes that these projections are generally reasonable and indicate that the program, even at 20%, will not be sufficient to alleviate the future financial deficits which some of these institutions may face.

Issue: How can the State provide for efficiency, effectiveness, and the maintenance of high quality in the educational programs offered by postsecondary educational institutions?

RECOMMENDATIONS: (1) The State Board should study the feasibility of a statewide, uniform cost accounting system for higher education. If it is determined that such a system is feasible, it should be developed for implementation for FY 1979.

(2) The Board should develop evaluation procedures to determine the extent to which institutional programs are operating efficiently and effectively.

The Board recognizes that the concepts and ideals of academic freedom must flourish in a higher education institution. At the same time, reasonable attention to fiscal accountability must prevail. The Board does not believe these factors to be contradictory and will be sensitive to the preservation of academic freedom in the future development of fiscal procedures.

Central to the statewide planning process and to securing increases in State general fund support is improving the fiscal management of public higher education and developing comparable budgetary procedures in all public institutions. At present, although each institution and each segmental board has an accounting system serving its needs, they lack uniformity statewide. In order to reasonably and accurately assess the financial needs of higher education, a uniform accounting system is a necessity.

These uniform statewide standards and procedures need to be developed in close consultation with the higher education segments and all State agencies concerned with higher education.

The rapid growth of higher education has generated a desire on the part of state governments to evaluate the quality of the vast enterprise they are supporting in all 50 states. Paradoxically, as this rate of growth has lessened, interest in evaluation has increased even more. Future program changes often will require discontinuing ongoing activities. Evaluations from a state-level perspective are being demanded to provide a broader context for making these decisions and to give assurance that monies are being well spent. Various methods of evaluating program performance presently are used by the campuses and segments in Maryland. However, no statewide process currently exists by which major areas of interest can be systematically and cooperatively examined on a regular basis.

STUDENT LOAN PROGRAMS

Issue: How can the State improve student financial assistance?

RECOMMENDATIONS: (1) The State should maintain the existing Maryland Higher Education Loan Corporation (HELC) as the state guarantee agency under the Federal government's Guaranteed Student Loan Program.

(2) The State should create a $5 million Maryland capitalized student loan program that would serve as a "lender of last resort" to students who have tried unsuccessfully to obtain loans through commercial lenders.

Thousands of qualified students will be hard-pressed to find the resources to attend the postsecondary institution of their choice because of increased tuitions. Maryland has not improved its student grant programs consistent with increased student costs. Since 1972, debate over repeal or major amendment to the scholarship program has not resulted in additional assistance programs.

In Maryland the Higher Education Loan Corporation is the guarantee agency for student loans made under the Federal Guaranteed Student Loan Program. In 1975, the HELC approved $7,661,553 worth of loans. In that year, 5,929 loan applications were approved, the average loan amounting to $1,292.

At the present time in Maryland, all guaranteed student loans are made by commercial lenders; the State itself does not act as a lender under the Guaranteed Student Loan Program. Problems arise from the fact that student loans usually are considered less profitable than the other investment options open to banks. Consequently, many banks in Maryland are reluctant to service large volumes of student loans. Some segments of the State's student population are therefore unable to obtain loans to meet their educational expenses. A parallel situation has existed in most states. As a result, eleven states have initiated programs by which the state itself acts as lender under the GSL program.

EQUAL EDUCATIONAL OPPORTUNITY

Issue: What is to be the future role and mission of the State's predominantly black universities and colleges?

There are two aspects of this issue; first the quality of students and, second, the future of the institutions. There are three activities that should be pursued which will impact directly on the issue of the quality of students.

RECOMMENDATIONS: (1) There should be encouragement through improved recruitment techniques and financial incentives for honors students to attend other-race institutions.

(2) Statewide retention and progression data must be reviewed closely in order to make a determination on the development of quality remedial programs.

(3) There should be increased collection of information through followup studies about the educational outcomes resulting from attendance at Maryland postsecondary institutions.

The second issue of critical concern to equal postsecondary education is the future of the predominantly black public institution. While the State believes that these colleges have been essential in providing equal educational opportunity to Marylanders in the past and will have significant roles in the future, the action of the Federal government in its desegregation efforts clouds the question of the future of these institutions.

The Board believes that the desegregation of the public postsecondary institutions and the enhancement and preservation of the predominantly black public higher education institutions are not necessarily antithetical to one another, but the complexity of the issue means that it will continue to be of concern in the years to come.

RECOMMENDATION: The State should continue its efforts in implementing the Desegregation Plan through special funding allocations. These programs such as the Graduate Other-Race Grants, and the Administrator and Faculty Internships and secondary-postsecondary articulation activities have had a positive effect in improving equal educational opportunity. Other programs, such as the eminent scholar program, should be funded beginning in FY 1978.

ACCREDITATION/APPROVAL

Issue: How can the State assure its citizens that all private and proprietary postsecondary programs meet minimum standards?

RECOMMENDATIONS: The Board recommends enactment of the following amendments to Articles 77 and 77A by the General Assembly in the 1977 session:

(1) The State Board for Higher Education should be granted the authority to require a performance surety bond from postsecondary proprietary institutions seeking approval under Section 32A. The Commissioner would be given the authority to determine the form and amount of the bond.

(2) The State Board for Higher Education should be granted the authority to require the Chief Administrative Officer of any postsecondary institution which ceases operations to file all academic student records with the Board.

(3) The State Board for Higher Education should be granted the authority to require the issuance of a solicitor's permit for any private postsecondary institution which charges fees or tuition for offering an educational program within the State. The authority should also extend to requiring the solicitor to post a surety bond of $1,000 in such form as the Board may determine.

When the new State Board for Higher Education was created it received an added function of Accreditation/Approval which was transferred from the State Department of Education. The institutions of concern were the public and private postsecondary degree-granting colleges and universities along with the private proprietary schools and agencies serving individuals 16 years of age and older. A staff analysis of the scope of the responsibilities of the newly-acquired function revealed that there are many issues, problems, and concerns which must be dealt with. For resolution of several of these issues the Board recommends enactment of legislation by the 1977 General Assembly which would encompass these recommendations. Several other issues will require policy decisions by the Board.

Foremost among these decisions will be revision of the minimum standards for approval of postsecondary institutions: public, private and proprietary. Intitutional and segmental representatives are contributing to the development of these new standards. It is anticipated that a new set of minimum standards will be developed within the next year.

Issue: There are educational issues which will require effective coordination of effort and activity between the State Board of Education, responsible for the K-12 public school system, and the State Board for Higher Education.

For the first time in the history of modern school law in Maryland, coordination is mandated between the two State branches of educational administration. Section 32B provides for an Education Coordinating Committee made up of three members from each State board and the Commissioner and the State Superintendent of Schools. The statute requires the committee to "provide a mechanism . . . in order that all segments of the State educational system work in harmony."

Early in its deliberations the Committee will have to identify the educational issues common to both branches. Such areas as teacher education and secondary/postsecondary articulation appear obvious. Other issues such as priorities for funding various programs may emerge as well as maintaining the continuity of vocational and occupational education between secondary and postsecondary institutions.

RECOMMENDATION: The Education Coordinating Committee should begin a joint study early in 1977 on ways of improving the preservice and in-service training of the State's 48,000 professional public school teaching personnel. The study should include, but not be limited to, examining the effectiveness of the present two-year probationary period, future postsecondary program development, and the effects of teacher oversupply on in-service programs.

BOARD ACTIVITIES

The 1977 edition of the Annual Report is the first published by the State Board for Higher Education. Annual Reports have been issued by the Board's predecessor agencies since 1964. The format and content of the 1977 Report has been changed to reflect the transition in powers from the former Maryland Council for Higher Education to the State Board for Higher Education.

This section reports the functional responsibilities and activities of the five Divisions within the staff structure of the Board. A Board and staff organization chart are presented on the following pages showing the various advisory committees.

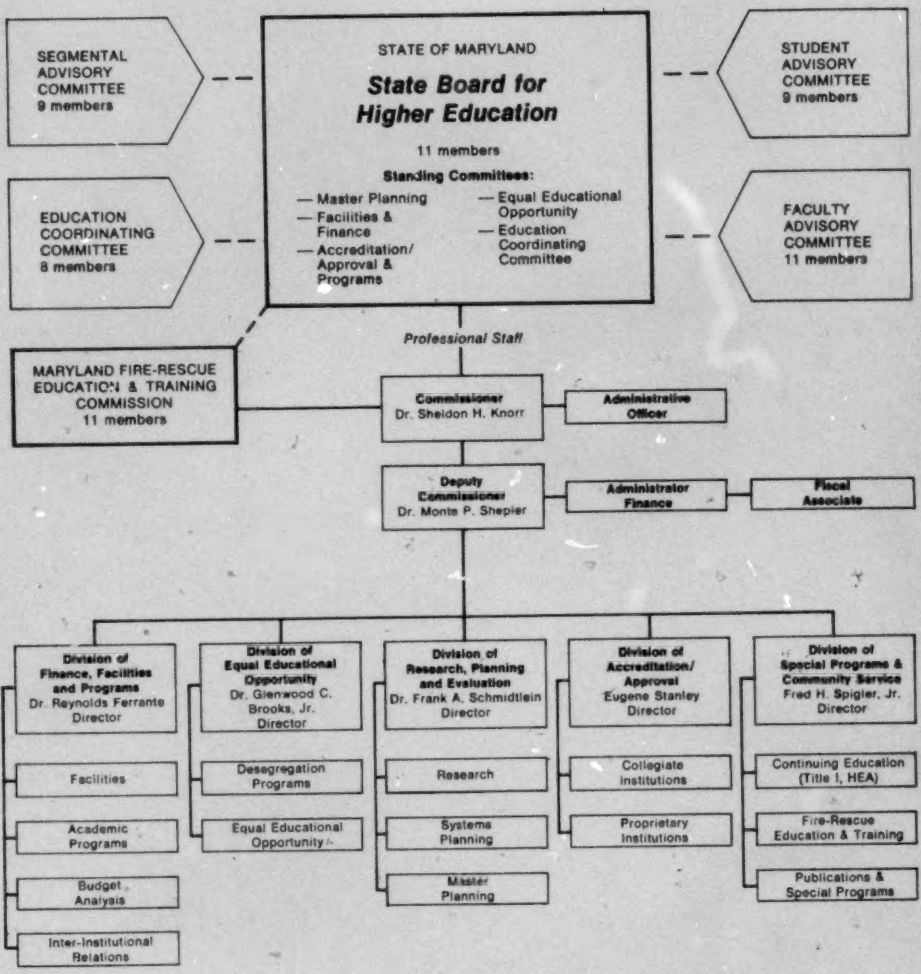
BACKGROUND — TRANSITION FROM THE MARYLAND COUNCIL FOR HIGHER EDUCATION TO THE STATE BOARD FOR HIGHER EDUCATION

An Advisory Council for Higher Education was formed in 1963. It was an "advisory" body only and its members were to advise on matters affecting the newly emerging three (tripartite) segments: the University of Maryland "multi-campus" system, the newly designated "comprehensive four-year liberal arts" State colleges, and the burgeoning community college system. In 1968 the Council was renamed the Maryland Council for Higher Education. The Maryland General Assembly changed the Council from an advisory agency to a "coordinating" agency in 1972.

The Rosenberg Commission, appointed in 1973 by Governor Mandel, became the second gubernatorial commission in a little over a decade to examine the educational structure in Maryland. This Commission studied and made recommendations covering the entire spectrum of educational structure and governance in May, 1975. Its recommendations relative to higher education state-level coordination became Administration Legislation in 1976.

Senate Bill 347 created the State Board for Higher Education on July 1, 1976. The Board was vested with clearly defined coordinating, planning, and budget review powers over all public postsecondary education. The Board was set at eleven members, all of whom are to be "lay" citizens. The legislation also created the new post of Commissioner of Higher Education under the Board, and made the position a member of the Governor's Cabinet.

Sections 30, 31, 32 and 32A of Article 77-A complete a twelve-year process by the State of Maryland in vesting final statutory coordination authority over the tripartite system in a single State agency. The divisional structure of the new Board closely parallels the statutory mandates in sections 30, 31, 32, 32A, 32B, and 92-95 of Article 77-A. The remainder of this chapter briefly describes the activities carried on since July 1, 1976 within each division.


SEGMENTAL ADVISORY COMMITTEE 9 members
STATE OF MARYLAND
State Board for Higher Education
11 members
Standing Committees:
— Master Planning
— Facilities & Finance
— Accreditation/ Approval & Programs
— Equal Educational Opportunity
— Education Coordinating Committee
STUDENT ADVISORY COMMITTEE 9 members
EDUCATION COORDINATING COMMITTEE 8 members
FACULTY ADVISORY COMMITTEE 11 members
Professional Staff
MARYLAND FIRE-RESCUE EDUCATION & TRAINING COMMISSION 11 members
Commissioner Dr. Sheldon H. Knorr
Administrative Officer
Deputy Commissioner Dr. Monte P. Shepler
Administrator Finance
Fiscal Associate
Division of Finance, Facilities and Programs Dr. Reynolds Ferrante Director
Facilities
Academic Programs
Budget Analysis
Inter-Institutional Relations
Division of Equal Educational Opportunity Dr. Glenwood C. Brooks, Jr. Director
Desegregation Programs
Equal Educational Opportunity
Division of Research, Planning and Evaluation Dr. Frank A. Schmidtlein Director
Research
Systems Planning
Master Planning
Division of Accreditation/ Approval Eugene Stanley Director
Collegiate Institutions
Proprietary Institutions
Division of Special Programs & Community Service Fred H. Spigler, Jr. Director
Continuing Education (Title I, HEA)
Fire-Rescue Education & Training
Publications & Special Programs

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STANDING COMMITTEES OF THE STATE BOARD FOR HIGHER EDUCATION

Master Planning
Austin E. Penn, Chairman
Hon. Mary L. Nock
William P. Chaffinch

Facilities and Finance
Philip Pear, Chairman
Hon. Mary L. Nock
Richard R. Kline

Accreditation/Approval and Programs
Thelma B. Cox, Chairman
J. Harrison Ager
Lucy Keker

Equal Educational Opportunity
Dr. Henry C. Welcome, Chairman

Education Coordinating Committee
Harry Wells
J. Harrison Ager
Richard R. Kline

SEGMENTAL ADVISORY COMMITTEE

Dr. Jean E. Spencer, Chairman
Board of Trustees, State Universities & Colleges
Dr. B. A. Barringer
Catonsville Community College
Edna Campbell
Morgan State University
Board of Trustees
Dr. Martha E. Church
Hood College
Dr. R. Lee Hornbake
University of Maryland
Dr. Brent M. Johnson
State Board for Community Colleges
Dr. Joseph H. McLain
Washington College
Edmund C. Mester
Board of Trustees, State Universities & Colleges
Jack M. Tolbert
Bryman Medix School

EDUCATION COORDINATING COMMITTEE

State Board for Higher Education
J. Harrison Ager
Richard R. Kline
Dr. Sheldon H. Knorr
Harry K. Wells

Board of Education
Joanne Goldsmith, Chairman
David W. Hornbeck
Lawrence Miller
William Sykes

STUDENT ADVISORY COMMITTEE

Mary Blier
Goucher College
Roger Bone
University of Maryland
Baltimore County
Johnny Calhoun, Vice-Chairman
Morgan State University
Michael Alan Gerber, Chairman
University of Maryland
College Park
Anne Marie Lowe, Secretary
University of Baltimore
Law School
Joyce R. Phillip
Bowie State College
Robert Smith
Wor-Wic Tech Community College
Ruth Stultz
Prince George's Community College
Robert Verlaque
Loyola College

FACULTY ADVISORY COMMITTEE*

Merrill G. Corkum
LaCaze Gardner Schools
Dr. Polly Deemer
Salisbury State College
Dr. Marsha G. Goldfarb
University of Maryland Baltimore County
Dr. Alton D. Law
Western Maryland College
Patricia Low
Morgan State University
Dr. Don C. Piper
University of Maryland College Park
Dr. William Wagman
Universtiy of Baltimore
Dr. Richard Zdanis
The Johns Hopkins University

* As the Annual Report went to press, three community college members from Catonsville, Harford and the Community College of Baltimore had not yet been nominated.

MARYLAND FIRE-RESCUE EDUCATION AND TRAINING COMMISSION

Arthur R. Blom, Chairman
Glenarm, Md.
Charles W. Riley, Vice Chairman
Abingdon, Md.
Thomas J. Baginski
Baltimore, Md.
C. Oscar Baker
Mt. Airy, Md.
W. Newton Carey, Jr.
Salisbury, Md.
Harry Devlin
Midland, Md.
Warren E. Isman
Rockville, Md.
Clair M. Loughmiller
Oxon Hill, Md.
Peter J. O'Connor, Jr.
Baltimore, Md.
Frederick R. Seibel, III
Cape St. Claire, Md.
Raymond A. Simpson, Jr.
La Plata, Md.

Members of the various committees and commission have been appointed for terms ranging from 5 years to 1 year.

DIVISION OF FINANCE, FACILITIES AND PROGRAMS

Operating Budgets

Beginning with FY 1979 the Board will review budget requests of public postsecondary segments, governing boards and other higher education related institutions of the State. The review will be based on guidelines now being developed by the Board in consultation with the Department of Budget and Fiscal Planning and the segments. Following the annual review, a consolidated operating budget will be prepared for higher education and submitted to the Governor. In preparing for the review, regional meetings are being held to discuss guideline criteria and to refine the review process. A segmental task force is assisting in the development of procedures, format, definitions and schedules. Segmental governing boards will first employ this new procedure when transmitting their operating budgets to the State Board in September 1977 along with their submission to the Department of Budget and Fiscal Planning. The Board's initial consolidated budget and accompanying recommendations will be submitted as soon thereafter as possible.

Facilities

Beginning with Fiscal Year 1979, public institutions and private institutions for which State funds are requested, will annually submit to the Board their proposals for capital projects and improvements. These proposals will be reviewed in light of the statewide plan for higher education. This review will be performed in cooperation with institutions and agencies affected; Board recommendations will be made to the Governor and the General Assembly. Preparations for this review are in progress and include the development of standards of facility quality and efficiency, and a procedures manual for review of capital proposals. The review process will enable the Board to address critical issues and problems related to the capital growth of higher education in the State.

Inter-Institutional and Interstate Programs

The Board recommends procedures for inter-institutional student and faculty transfer and for developing cooperative programs among institutions. Interstate and regional arrangements are also reviewed and developed. Southern Regional Education Board Academic Common Market Programs are being extended by the Board for implementation early in 1977. A study of cooperative arrangements in the State is being conducted through the segments and governing boards to facilitate future cooperative planning among institutions. The State Board is reexamining current transfer policies in cooperation with the segments and institutions, in order to assist in transferability of academic credits from one institution to another and progress of transfer students.

Federal-State Programs

To augment State funding of higher education, efforts will be made to maintain student aid from federal sources and to seek federal aid which meets critical State priorities of the segments and institutions on

higher education. The current projected levels of federal funding to students was examined in cooperation with the State Scholarship Board and the Higher Education Loan Corporation. This examination of student aid funding focused on State requirements to maintain federal support for basic student resource programs. In order to provide opportunities to increase federal funds for institutional development, segments and institutions indicate areas of need. Based on areas of need, the Board investigates federal sources of funding for institutions for FY 1979. Results of the investigation will be reported to the Board, segments and institutions in time to meet federal deadlines for most grant programs.

Academic Programs

The academic program area is responsible for identifying the role and function of programs within institutions of higher education in the State. Over this year the Board will review all proposals for new programs and those programs where there is substantial development. Based on continuing review and evaluation, recommendations concerning containment and program deletion will be prepared for the Board. A coordinated calendar for program review and approval is now being developed with segmental representatives. A study of the direction institutional program development is taking has been initiated to provide oversight for future Board recommendations and actions.

DIVISION OF EQUAL EDUCATIONAL OPPORTUNITY

Throughout 1976, the State Board for Higher Education has been involved in a number of activities designed to increase the presence of other-race students and employees in Maryland postsecondary education institutions. These activities include initiating financial incentive programs, providing informational services, and monitoring activities and conducting studies.

Financial Incentive Programs

Three programs currently exist. 1) The Minority/Other-Race Internship Program for Graduate and Professional School Students is intended to increase the number of minority/other-race faculty and administrators in order that a candidate pool for employment may develop in the State. Currently, twelve internships are established, each providing a stipend of $10,000 per annum. 2) Other-Race Grants for Graduate and Professional School Students provide grants to students who attend post-baccalaureate institutions where their race is in the minority. Sixty thousand dollars was appropriated by the State for this program for Fiscal Year 1977, and $120,000 allocated for Fiscal Year 1978. Currently, 63 persons are receiving financial assistance under this program. 3) The Faculty and Administrator Exchange Program provides a mechanism by which two or more institutions may mutually agree to exchange other-race faculty and administrators. Participants will receive a $1,000 stipend for one year's exchange, and reimbursement of travel expenses.

Providing Informational Services

Two programs are in effect in this category. 1) The Central Placement Bureau assists the Maryland public higher education institutions in the recruitment of minority and other-race candidates for faculty and administrative positions, and informs potential applicants of employment vacancies as they arise. The Bureau publishes listings of candidates for employment on a per-semester basis, and vacancy information on a revolving basis. 2) As a means of providing information on postsecondary educational opportunities directly to high school seniors, the State Board for Higher Education, working jointly with the State Department of Education, developed and distributed an informally written, student-oriented wall chart/brochure. This packet contains location and program information about all segments of postsecondary education in the State, and provides students with postcards, one of which is pre-paid, with which to mail for further information.

Monitoring Activities

Two annual reports of extensive nature designed to monitor desegregation activities are published by the State Board. In February, the Second Annual Desegregation Status Report was published; it is primarily a statistical report containing enrollment and employee data reported by race for each public higher education institution in the State. The Mid-Year Desegregation Status Report, published in August, is primarily evaluative,

and contains an assessment of the statewide effort to implement the Desegregation Plan accepted and established by the Governor in June of 1974.

The State Board for Higher Education has established a Title IX central repository. Information is being collected regarding the different methods institutions are using to comply with Title IX regulations prohibiting sex discrimination in educational institutions receiving federal funds. This repository will assist persons seeking information concerning methods of most effectively implementing these regulations. In addition, the State Board for Higher Education maintains a repository of the Affirmative Action Plans currently being implemented by all public post-secondary education institutions throughout the State.

Conducting Studies

Two major studies were conducted in 1976. A Study of the Impact of the Academic Program Offerings on the Racial Composition of Student Enrollments was designed to examine the duplication of academic programs in the State and determine what impact, if any, these programs may have on desegregation. The second study undertaken last year was An Assessment of the Recruitment Strategies for Other-Race Graduate and Professional School Candidates in Maryland Public Institutions of Higher Education. Institutional and segmental representatives cooperated with the State Board in developing a format to compile this report for use by the public graduate and professional schools in the State, and it is expected that efforts to recruit other-race students to these programs will be improved and increased as a result.

DIVISION OF RESEARCH, PLANNING AND EVALUATION

Central to many Board activities is the availability of timely and accurate data. The collection, editing, and processing of higher education information constitutes an important service function to other divisions and consumes more staff resources than any other single activity. Related to the analysis and projection of past trends are the tasks of planning for the future and evaluating the present conditions of higher education. This division has begun the development of the statewide plan for higher education for submission to the Governor and the General Assembly. Additional studies have also been conducted by this division on selected topics.

Data Collection and Evaluation Activities

The division was responsible for the collection and processing of statewide higher education information. This information was utilized for a variety of purposes including meeting federal reporting requirements, monitoring the State's desegregation plan, and providing a basis for various research studies undertaken by the Board's staff.

Planning Activities

Work on the development of the statewide plan for higher education has begun. The deadline for completion of this plan is July, 1978. The division staff was responsible for the development of the Board's annual Executive Master Plan and the annual evaluation of the Board's implementation of the Plan. Development of a sophisticated computer model for statewide higher education financial planning continued during the year. The model was employed to assist in the development of the Board report on financing postsecondary education in Maryland.

Research

Staff from the Division of Research, Planning and Evaluation helped prepare the Higher Education Finance Study directed by the Board's Finance Committee. The division staff aided by a segmental enrollment projection task force prepared the Board's 1976 projections series. The projections developed by this group were published in a report. In addition, the staff published a report describing the methodology used in projecting these enrollments. A study of out-of-state and foreign students and a study of fringe benefits provided to chief executive officers in the State's public institutions were also undertaken and completed.

In addition to these specific projects, the division also provided research and information on Maryland postsecondary education on a continuing basis to State and institutional officials and those from other states and the Federal government.

DIVISION OF ACCREDITATION/APPROVAL

This Division has the major responsibility for approval of new undergraduate and graduate degree programs in all public and private postsecondary institutions. The Division staff began developing the procedures in 1976 to meet the mandate of Section 32A(b) which states: "The Board shall prescribe minimum requirements for issuing certificates, diplomas, and degrees by the public and private institutions of postsecondary education in Maryland."

Approval of new programs which may lead to eventual requests for new degrees brings this Division into coordination of its activities with the Division of Finance, Facilities and Programs.

Responsibility for the complex and diverse postsecondary proprietary sector will require increased staff support in 1977. There are over 175 such institutions now licensed in Maryland. They range from beauty and barber schools to flight schools. In 1976, a complete updated directory of all such schools was published.

A part of this approval process requires on-site inspection of facility, program and instruction. Protection of the consumer (student) is a major goal. As in past years, when the State Department of Education had responsibility for the postsecondary proprietary sector, there will be a steady flow of applications in 1977 from new "schools." For example, early in 1977 the Board may be involved in litigation over a request to approve a "school of accupuncture."

Such activities require considerable coordination with the Attorney General's office and other State agencies. Many times the approval process regarding proprietary schools brings the Division staff in contact with the Department of Health and Mental Hygiene, the Board of Medical Examiners, and the State Board of Cosmotology, to mention a few.

It should also be noted that, in this operation, Division staff personnel are called upon to provide consultative services in those instances where the proprietary school operation is in need of improvement and other types of modifications of practice. In order to provide the best information on such occasions, it is necessary for the Board staff to work cooperatively with other State agencies and boards having expertise in the realization of the technical objectives and crafts which the school proposes to teach. The evidence seems to suggest that this type of service from the Board staff is welcomed by the proprietary schools.

One of the activities involved in the accreditation process is that of selecting members of visiting teams who prepare reports containing recommendations concerning the accreditation status of the institution. Team members selected usually are experienced professors in institutions of other states, and they are chosen for their expertise in such matters as administrative organization, curriculum development, organization for personnel services, the structure of school activities programs, faculty qualifications and development and so forth.

The individuals selected to serve on teams are expected, while on campus, to examine all available data, conduct interviews, and review institution resources pertinent to the realm of their expertise. Immediately

following this 2- or 3-day gathering of visitors, the team chairman assumes the responsibility for writing the team report which is prepared for the Commission on Higher Education of the Middle States Association of Colleges and Secondary Schools.

The Commission in its periodic meeting then reacts to the team's recommendations and informs the institution of its position with respect to its accreditation status.

DIVISION OF SPECIAL PROGRAMS AND COMMUNITY SERVICE

This division has, as its primary responsibility, the effective and coordinated communication of the Board's activities and position on issues to the Executive Branch, to members of the Maryland General Assembly, to concerned State agencies, and to the media and the general public. Other responsibilities are administration of Title I of the Federal Higher Education Act of 1965, the Education Coordinating Committee, the Student Advisory Committee, and assisting the Commissioner's office by providing staff support to the Faculty Advisory Committee. The Division is also in charge of staff support and coordination of the activities of the Maryland Fire-Rescue Education and Training Commission.

The establishment of the Fire Training Commission, within the State Board for Higher Education, was mandated by House Bill 784 which was passed by the 1976 General Assembly. The law provides that it develop and maintain a current master plan for emergency services and training, and develop minimum, uniform educational and training standards for emergency instructors, users and schools. The law also provides that the Commission meet at least once every other month and maintain minutes of meetings and necessary records. A full-time staff specialist, reporting to the division's director, supports the work of the Commission.

On November 29th, 1976 the Maryland Attorney General's Office ruled that local fire training academies constitute "institutions of post-secondary education" and therefore come under the jurisdiction of the State Board for Higher Education. This clarifies the role of the Commission in establishing minimum standards for operation of the training academies.

Administration of Title I, HEA, was transferred from the University of Maryland University College to the State Board for Higher Education effective July 1, 1976. This transfer was made at the request of the Governor to consolidate federal program funding under the SBHE.

The Education Coordinating Committee is mandated by law to coordinate policies and activities of the two major branches (K-12 and post-secondary) responsible for public education in the State "in order that all segments of the State educational system work in harmony" (Sec. 32C, Article 77a). The Committee is comprised of members of the State Board of Education and the State Superintendent of Schools, members of the State Board for Higher Education, and the Commissioner of Higher Education. The ECC met for the first time on November 29, 1976. The Director of Special Programs has responsibility for staff support of the ECC's activities.

The Student Advisory Committee includes student representation from the various segments of postsecondary education. The Committee, which met for the first time on December 2, 1976, is expected to present its views and make recommendations to the State Board for Higher Education on matters affecting students throughout the State's higher education community. Staff support of the Committee falls under the Division of Special Programs.

Other operations of the Division are specified below as an indication of the activities calendar which will prevail during 1977:

1. **Legislative Liaison**

The Director of the Division maintains continuing communciations with appropriate committees and members of the Legislature to assure that needed information and data germain to proposed or pending legislation is provided to them. The Director keeps abreast of the status and progress of all legislation related to higher education, and reports his findings to the SBHE members, the Commissioner of Higher Education and staff.

The Division's Director is also responsible for the preparation and passage of the Board's annual legislative program as presented by the Board and approved for submission as departmental legislation by the Executive Department.

2. **Publications**

Preparation, publishing and distribution of the following publications is the responsibility of the Division:

- — ANNUAL REPORT and Recommendations of the State Board for Higher Education.
- — The "RECORD", a newsletter published monthly except in June and July.
- — Directory of Maryland Public and Private Postsecondary Education Institutions, published annually.
- — Admissions and Financial Aid Information, published annually.
- — Annual Report of the Maryland Fire-Rescue Education and Training Commission. The first annual report of the Commission will be published in 1977.
- — Annual Legislative Report, a compilation and status of all education-related legislation which comes before the Maryland General Assembly and is enacted into law.

3. **Title I Administration**

In December, the Title I State Agency under the State Board for Higher Education submitted to the Office of Education an Annual Amendment to the State Plan. Priority areas for Fiscal Year 1977 were specified as (1) Energy Education and Conservation, (2) Community Leadership, Planning and Development, and (3) Productivity and Quality of Working Life. Program funds are anticipated at $210,000 for the next Federal Fiscal Year.

One of the State Agency's first activities was issuing a Supplemental Proposal Competition under the Energy Education and Conservation priority area, using FY '76 funds transferred from the University of Maryland's University College. A Solar Energy Education Project was funded at Howard Community College. In addition, eight Title I FY '76 projects are in operation at the University of Maryland, the University of Maryland — University

College, Johns Hopkins University, Garrett Community College, Howard Community College, Prince George's Community College and the Community College of Baltimore.

The State Agency for Title I will hold a Proposal Writing Workshop in January 1977 for all community service and continuing education directors and others interested in the Title I program, to better address the resources available in the Title I program. Program priorities will be discussed and advice sought on the establishment of priorities for 1978. With increased Federal awareness of lifelong learning and continuing education, the Title I Program in Maryland is expected to play a major role in the future.

1976 BOARD PUBLICATIONS*

ADMISSIONS AND FINANCIAL AID INFORMATION FOR MARYLAND'S PUBLIC AND PRIVATE POSTSECONDARY EDUCATIONAL INSTITUTIONS, October 1976

1976 PROGRAMS IN MARYLAND PUBLIC AND PRIVATE COLLEGES AND UNIVERSITIES, October 1976

DIRECTORY — MARYLAND PUBLIC AND PRIVATE POSTSECONDARY EDUCATION INSTITUTIONS, September 1976

SECOND ANNUAL DESEGREGATION STATUS REPORT FOR PUBLIC POSTSECONDARY EDUCATION INSTITUTIONS IN THE STATE OF MARYLAND, February 1976

SECOND MIDYEAR DESEGREGATION STATUS REPORT FOR PUBLIC POSTSECONDARY EDUCATION INSTITUTIONS IN THE STATE OF MARYLAND, August 1976

SUMMARY OF HIGHER EDUCATION LEGISLATION ENACTED BY THE 1976 MARYLAND GENERAL ASSEMBLY, April 1976

RECORD, a monthly newsletter, 10 issues per year

LEGAL EDUCATION IN MARYLAND, June 1976

STUDY OF THE NEED IN THE STATE FOR ADDITIONAL OPTOMETRIC MANPOWER, May 1976

EXECUTIVE MASTER PLAN FOR PUBLIC HIGHER EDUCATION IN MARYLAND, May 1976

ENROLLMENT PROJECTION MODEL, May 1976

REPORT OF THE TASK FORCE ON ENROLLMENT PROJECTIONS, June 1976

THE COMPENSATION OF CHIEF EXECUTIVE OFFICERS OF INSTITUTIONS OF HIGHER EDUCATION, October 1976

CENTRAL PLACEMENT BUREAU FACULTY AND ADMINISTRATOR VACANCY LISTING & CANDIDATE LISTING, March and November 1976

WHERE DO YOU GO FROM HERE? — a brochure directed to high school seniors, October 1976

REPORT OF THE FINANCE COMMITTEE, December 1976

DIRECTORY OF POSTSECONDARY PROPRIETARY INSTITUTIONS IN MARYLAND, December 1976

EDITOR'S NOTE: The first *Annual Report* contains a small part of the extensive data provided to the Board by all institutions in the State. A detailed statistical digest containing more extensive data will be available from the Board in March. Other topical reports, such as the Annual Desegregation Status Report, also contain more detailed data on the condition of postsecondary education in Maryland.

* Included in this listing are publications of the Maryland Council for Higher Education which was succeeded by the State Board for Higher Education July 1, 1976.